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IMPLEMENTATION STRATEGY FOR THE FIRST REGIONAL COOPERATION FRAMEWORK FOR AFRICA, 1997-2001

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INTRODUCTION

1. The present report responds to Executive Board decision 97/9 of March 1997, in which the Board requested the Administrator to present an implementation strategy for each regional cooperation programme.

2. The regional cooperation framework (RCF) for Africa, approved by the Executive Board at its second regular session 1997, focuses on poverty eradication and complementary issues that will enhance the human dimension of sustainable development. These issues are grouped into four main programme areas: (a) capacity-building for development management; (b) enhancement of governance; (c) private sector development; and (d) trade and regional cooperation.

I. LESSONS OF PAST REGIONAL COOPERATION

3. The RCF was formulated with the benefit of key evaluation reports, several reviews of previous regional programmes, consultations with stakeholders and country offices and new approaches developed by UNDP. Of particular importance were the 1995 mid-term evaluation of the fourth regional programme for Africa, the 1996 evaluation report on global, interregional and regional programmes, and a 1996 desk review of the regional programme.

4. Guided by the conclusions and recommendations of the above, the RCF is highly focused, with clearly defined objectives and an effective implementation strategy. It provides for better planning and coordination, improved management, more effective monitoring and evaluation, including establishing benchmarks and performance indicators. It pays greater attention to UNDP comparative advantages and the impact of its interventions. It is also aimed at improving quality control, information-sharing and organizational learning. Set out below are the key features of the RCF which derive from the lessons above.

5. Focus. Emphasis is placed on the need to focus UNDP interventions, an important consideration in the background of diminishing aid resources. A participatory approach will continue to be applied to ensure that regional programmes and projects are mutually reinforcing; that they build on the UNDP comparative advantage in capacity development and are fully justified in terms of poverty eradication for the advancement of sustainable human development (SHD) objectives.

6. National and global linkages. The RCF will strengthen linkages to national programmes by involving beneficiaries at the design and implementation stages, stressing the intercountry nature of these interventions. Africa's stakeholders and development partners will be invited to participate in major initiatives and programmes. Regional programmes will be planned and implemented in close collaboration with global programmes.

7. Thematic linkages. The programme approach has facilitated the strengthening of thematic linkages among the programmes and projects. For example, the mid-term evaluation of the fourth regional programme found that

most of the projects contributed directly and indirectly towards poverty eradication; they advanced private sector development; improved relations between businesses and Governments and promoted employment-creating activities aimed at the poor. The programme also enhanced gender mainstreaming in a wide range of activities. The HIV/AIDS programme broke new ground in raising awareness, launching networks and support groups, examining ethical and legal issues, and enhancing national capacities to develop appropriate policy responses to the epidemic.

8. Ownership. Some important lessons learned were that (a) demand-driven programmes elicit ownership and commitment of the participating countries and (b) the participatory process can be broadened to include a wide range of civil society organizations (CSOs), non-governmental organizations (NGOs) and intergovernmental organizations (IGOs). Ownership considerations are thus taken into account right from the design stage through implementation and evaluation.

9. Impact. Lessons learned and measures already taken are aimed at raising the impact of the regional programme. A longer-term orientation will continue to be stressed; the use of benchmarks will facilitate the future determination of impact; the RBA cadre of senior economists, almost all of whom are in country offices, have improved the quality of upstream policy dialogue, helping, together with other development partners, programme countries to implement economic reform programmes more effectively.

10. Collaboration with the Economic Commission for Africa (ECA) and United Nations specialized agencies. Through more effective collaboration and coordination of interventions with ECA and United Nations specialized agencies and development partners, the fourth regional programme helped to minimize duplication and avoid waste. The new regional programme will therefore be designed to provide for joint action with other United Nations agencies on issues of common interest.

II. IMPLEMENTATION STRATEGY AND ARRANGEMENTS

A. Common elements in the design and implementation of the components of the regional programme

11. The overall strategy will emphasize the comparative advantage of regional programme interventions in strengthening the capacity of programme countries to address poverty eradication for SHD. Three elements characterize the regional approach: (a) it addresses problems that are common to more than one country and whose solution calls for simultaneous action by all the relevant countries involved; (b) it enhances ownership and maximum coordination and linkages among various partners as well as with national and global initiatives; and (c) it fosters mutual learning, information exchange and sharing of knowledge and best practices within the region and with other regions.

12. The regional programme will therefore stress trans-boundary common interests, establish linkages among subprogrammes and projects and involve stakeholders in design, implementation, monitoring and evaluation. In this, the programme will be guided by the UNDP corporate strategy endorsed by the

Executive Board and by lessons learned from the previous regional programmes. It will be based on the following criteria:

(a) Focus. Through the use of the programme approach, the focus on capacity development - mainly for poverty eradication will be concentrated in four critical areas: (i) development management for poverty eradication and sustainable livelihoods; (ii) good governance; (iii) strengthening the private sector for job creation and improved market access; (iv) trade expansion and enhancement of regional cooperation. These are consistent with Africa's priorities as reflected in key documents such as the Abuja Treaty and "Relaunching Africa's Economic and Social Development: The Cairo Agenda for Action". They also reflect major conclusions and recommendations made at various summit meetings, including the Organization of African Unity (OAU), Franco-African summits and Commonwealth summits. The RCF is consistent with United Nations initiatives on Africa such as the New Agenda for the Development of Africa in the 1990s (UN-NADAF) and the United Nations Special Initiative on Africa, which is aimed at operationalizing UN-NADAF;

(b) National, regional and global linkages. The strategy will strengthen linkages of the regional programme to cross-border and interregional issues (e.g., HIV/AIDS, water, conflict prevention). It will also strengthen macro and micro linkages to ensure maximum impact and sustainability;

(c) Thematic linkages. Cross-cutting themes, especially poverty, gender, and governance, will be strengthened and synergies built among them. Concerning gender, for example, while specific programmes will be developed in support of the political and economic empowerment of women, these concerns will also be integrated into other interventions under this programme;

(d) Ownership. A participatory approach will be adopted, promoting dialogue and consultation with other stakeholders and development partners. This will foster a sense of ownership and commitment by the beneficiaries and it is hoped that such ownership will enhance resource mobilization through wider involvement of beneficiaries and development partners;

(e) Collaboration with ECA and United Nations specialized agencies. Collaboration with ECA will be enhanced through joint programming and by inviting ECA to execute and/or implement regional programmes and projects. The first subregional facility (SURF) in the African region to be established in Harare, will build strong links and networking with ECA, United Nations specialized agencies and other development agencies.

B. Implementation strategies for each thematic area of the regional programmes

1. Capacity-building for development management for poverty eradication and sustainable livelihoods

13. The main objective of this programme area is to support African countries in building and strengthening capacity for development management for poverty eradication. The aim is to achieve this by (a) enhancing the capacities of

programme countries for long-term strategic planning through the national long-term perspectives studies (NLTPS) methodology; (b) networking; and (c) strengthening capacities to develop policy options that are consistent with ensuring food security, natural resource management, and HIV/AIDS.

Strategic planning and information-sharing

14. Objectives and implementation strategy. The main objectives are (a) to enhance the capacity for strategic planning through the NLTPS and (b) to expand access to global information and strengthen networking and knowledge-sharing:

(a) National Long-Term Perspective Studies. This initiative contributes significantly to the reorientation of development strategies from the short to the long term by integrating short-term macroeconomic frameworks into a long-term vision and strategic plan. Under the new phase, which started in mid-1997, emphasis will continue to be placed on building national capacities for strategic planning by providing technical support, training, and methodological tools for the national teams who manage the country exercises. This subprogramme will be implemented in collaboration with key government institutions and regional and national organizations. The exercise stresses participation at all levels in the identification of a national vision; preparation of strategic studies; construction of scenarios that provide alternative options for the future; formulation of a strategy for national development; and preparation and implementation of action plans and programmes;

(b) Communication networking and information and knowledge-sharing. The regional programme will support networking and sharing of new and reliable knowledge and information through the Internet programme and the knowledge network facility (KNF) programme. The Internet programme will be implemented in collaboration with African Governments, ECA, CSOs and UNDP country offices. It will also benefit from technical support by the SURFs, which are to be established in the Africa region from early 1998. It is expected that this programme will promote development and economic integration in the region by supporting the provision of reliable and cost-effective communications. It will also enable CSOs to make better use of the Internet and related technologies in support of SHD. The KNF will support African countries in promoting a more effective learning environment for policy formulation and changes through networking and sharing of information, knowledge and best practices and in promoting technical cooperation among developing countries (TCDC). It involves training, workshops, studies, study tours, and the collection and compilation of SHD best practices. The key partners are: IGOs, NGOs/CSOs, regional and national institutions, and the academic and business sectors.

15. Expected results and success criteria. The expected results include: (a) an NLTPS regional information system and database for socio-economic analyses, including human resources training to lead the NLTPS process and manage its integration into the planning and budgetary processes and (b) SHD best practices collected and disseminated within Africa and shared with other regions. The success criteria will include: (a) an increased number of African countries adopting the NLTPS concept, utilizing the methodologies and exercises in development planning and better placed to participate vigorously in the global economic system and (b) improved information and knowledge exchanges,

sharing of and building on SHD best practices within the region and with other regions.

Capacity to address critical SHD challenges

16. Objectives and implementation strategy. The subprogramme will support programme countries in implementing the recommendations on poverty eradication of key United Nations global conferences such as the 1995 World Summit on Social Development. To do so, critical areas will be targeted, including the following:

(a) The food security programme. This will support building and enhancing critical capacities for sustained food security. It will be undertaken in collaboration with subregional organizations through four interlinked subprogrammatic areas: strengthening sectoral information; policy analysis and research; improvement of access for households; and strengthening productions systems. Assistance will focus on training, crop and livestock research, enhanced data management and the promotion of partnerships and networks. UNDP will seek to add value in policy advice and capacity development in partnership with, and complementary to, the interventions of the Food and Agricultural Organization of the United Nations (FAO), ECA, the South African Development Community (SADC), Permanent Interstate Committee for Drought Control in the Sahel, the Inter-Governmental Authority on Development, the Economic Community of West African States, and the Consultative Group on International Agriculture Research centres;

(b) The HIV/AIDS and development programme. This will support regional capacity for addressing the HIV/AIDS epidemic by deepening the knowledge and understanding of the epidemic, as well as the multisectoral responses to it. It will focus specifically on enabling the public sector, civil society organizations, private enterprises, and national and regional advocacy networks to develop effective responses to the epidemic. This will be done through identification, documentation and sharing of critical learning experiences and mobilizing the affected population to express their needs, experiences and responses to the epidemic. UNDP will work closely with UNAIDS, the German Agency for Technical Cooperation, regional and subregional organizations and other major stakeholders;

(c) The natural resource management programme. This will concentrate on improving and strengthening partnerships in water resource management, strategies linking regional to country actions, promoting transboundary dialogue and coordinating initiatives within the framework of the global water partnership. It involves supporting consultations, dialogue, training, workshops and related technical assistance. The programme will be implemented in partnership with Governments, the World Bank, and national and regional institutions.

17. Expected results and success criteria. The expected results for this sub-area are: (a) an established methodology for measuring progress in poverty eradication using variables such as improved food security, reduced incidence of HIV/AIDS and better resource management; (b) a strengthened network of national agricultural research institutions and improved subregional food-security

information systems established; (c) three river basin cooperative framework agreements signed and operational; (d) HIV/AIDS methodologies, strategies and programmes developed in 12 countries; (e) a core group of HIV/AIDS trained persons and institutions in 15 countries; (f) the Network of African People Living with HIV and AIDS operational in 15-20 countries. The success criteria will include: (a) strengthened capacity for research and policy analysis on food security and improved access to food supply and production at three subregional levels; (b) improved capacity for the management of water resources through established frameworks for addressing water use and allocation issues; (c) improved effectiveness of African countries in responding to the HIV/AIDS epidemic in Africa.

2. Enhancement of governance

18. Most governance issues tend to be of a national nature but some, such as peace-building and support to refugees, are most effectively addressed under a regional approach. The regional programme will therefore focus on governance issues that cut across boundaries with a view to promoting committed leadership, strengthening public accountability and transparency in decision-making, promoting political transition to democratic processes, protecting human rights, empowering CSOs, and addressing conflict situations. It will promote gender mainstreaming, particularly in political and civic leadership. Through the Governance Support Facility, technical cooperation will be provided to programme countries for the formulation, implementation and management of programmes and projects on governance. The implementation strategy will focus on building and strengthening capacity in support of leadership-building, accountability and transparency; political transitions; civil society empowerment, peace and stability and gender mainstreaming. UNDP interventions will complement those of key partners such as ECA, NGOs, IGOs and CSOs.

Building accountable leadership and enhancing transparency of the political process

19. Objectives and implementation strategy. This subprogramme will support programme country efforts to build a critical mass of capable and committed leaders who are accountable to the electorate and who share with the people the consequences of their policies and actions. Emphasis will be placed on promoting transparency, the responsibilities of public office, the rights of the citizen, the limitations of power, and checks and balances of democratic governance. This will be done through training, support for legislative and judicial reforms and for the reform of accounting systems. The regional programme will work closely with Governments, the Africa Leadership Forum, and various community groups.

20. Expected results and success criteria. Expected results include: leadership skills enhanced at the grass-roots and regional levels; over 40 national and regional governance programmes formulated in Africa; a monitoring and reporting mechanism established on the implementation and mobilization of support for national governance programmes through the UNDP country offices. The success criteria will include: strengthened partnerships and consensus among African Governments, CSOs, and the international community

for good governance; improved coordination and mobilization of support for good governance in Africa; and significant improvements in key aspects of good governance in Africa.

Empowering civil society organizations for poverty eradication and political participation

21. Objectives and implementation strategy. The objective of this programme is to strengthen the capacity of selected NGOs and CSOs to enable them to participate actively in policy dialogue so as to enhance consensus-building in formulating approaches to poverty eradication and good governance. This will be done mainly through training and enhanced networking. The programme will be implemented by subregional networks of NGOs and CSOs as well as by ECA and the UNDP Special Unit for TCDC.

22. Expected results and success criteria. The expected results are as follows: approximately 100 grass-roots organizations strengthened in some 12 African countries; about 1,000 leaders of NGOs and CSOs trained in defining and articulating NGOs/CSOs priorities. The success criteria will include: more effective learning and sharing of good practices on governance among governments, CSOs and NGOs; and improved partnerships among Governments, CSOs and NGOs in poverty reduction policies and programmes.

Supporting pluralism and democratic change

23. Objectives and implementation strategy. The political transition that is now taking place in Africa challenges both the policy-makers in the region and their development partners to be committed to sustaining the process and ensuring that it is irreversible. In collaboration with United Nations specialized agencies, the regional programme will support a wide range of activities aimed at facilitating the transition, including, electoral, legislative, judiciary and civil service reforms.

24. Expected results and success criteria. Expected results include increased recognition of the UNDP role in enhancing the democratic transition. The success criteria will be increased political stability in programme countries.

Building peace, preventing and managing conflict

25. Objectives and implementation strategy. The objectives are to support efforts by programme countries to (a) develop mechanisms for anticipating conflict situations and measures for avoiding them; (b) manage conflicts when they break out; (c) address the root causes of conflicts. Of particular significance is support to the OAU mechanism for conflict prevention, management and resolution. The capacity of the OAU Conflict Management Division will be strengthened in decision-making, preventive diplomacy, conflict management and resource mobilization. The programme will support skills development, networking, study tours and other skills enhancement mechanisms. UNDP will seek to provide value added in capacity development and advocacy and in addition to those of the OAU, it will complement interventions of other key partners, including, ECA, subregional groups dealing with peace and stability, and NGOs/CSOs.

26. Expected results and success criteria. The expected results are an OAU early warning system established; OAU staff skills strengthened in decision-making, preventive diplomacy, and resource mobilization. The success criteria will include substantial improvement in decision-making, preventive diplomacy, resource mobilization and operational performance.

The regional gender programme: Empowering women for political participation

27. Objectives and implementation strategy. The objective is to improve gender equality in Africa. The programme will target selected countries with a view to developing a comprehensive and coordinated strategy that builds upon ongoing gender-mainstreaming efforts and works in partnership with Governments, CSOs and the media. It will also support and expand networks and institutions that promote regional cooperation and information-sharing. A region-wide network of women parliamentarians and councillors will be strengthened to support women in political leadership and decision-making. Regional training institutes such as the United Nations Institute for Economic Development and Planning, the Council for the Development of Social Science Research in Africa, and the Pan African Institute for Development will be supported in the formulation of training modules in policy analysis, political leadership, decision-making, civic organizing and advocacy. In addition, the capacity of selected institutions will be strengthened in the areas of legal reform, human rights, social policy and peace-building. This programme will be implemented in close collaboration with the United Nations Development for Women and ECA as well as with regional organizations that have a gender focus such as Women in Law and Development, the Forum for Women in Development, the Western African Management Development Institutes Network, Emang Basadi Women's Association, the Women's Development Foundation, and the Southern African Development Community.

28. Expected results and success criteria. The expected results of the gender programme for political empowerment will include: a core set of strategies for the promotion of women in leadership roles (e.g., alternative affirmative action mechanisms; systematized training programmes for skills development); advocacy skills to influence policy; and the refinement of gender-mainstreaming modalities. The success criteria will include an increased number of women in political decision-making and leadership posts.

3. Private sector development

29. The general objective of this programme is to promote poverty eradication and economic growth by supporting measures to expand the private sector and job opportunities. This will be done by helping programme countries to create an appropriate legislative and financial framework aimed at attracting foreign investment and enabling these countries to compete more effectively in the global economy. The subprogramme area will promote entrepreneurship development; increase access to microfinance, particularly for women; and target capacity-building for the economic advancement of women.

Business and financial sector management

30. Objectives and implementation strategy. The objective is to capitalize on economic reforms to attract increased capital to African markets and to broaden the productive sector. Key activities will include (a) support for business associations, investment-promotion agencies, capital market authorities and other private sector groups; (b) support for country efforts to design private sector programmes, especially those seeking to integrate the small and medium-sized businesses into the formal economy as well as to assist in the development of Africa's integration into the global economy; (c) development of a resource base of African talent to act as a catalyst for attracting foreign and domestic investment; and (d) support for investment-promotion agencies and for the development of regional marketing strategies. The programme will provide technical cooperation and training; help to develop a database of African business executives; and promote networking and the publication of news letters. UNDP will seek to build and strengthen indigenous capacities in these areas and its interventions will complement those of the World Bank's International Finance Corporation, the African Development Bank, business associations, investment promotion agencies, capital market authorities and other private sector groups.

31. Expected results and success criteria. The expected results are: private sector guides for UNDP country offices developed and implemented in eight pilot countries; a regional database of African business executives established; linkages established among small, medium-sized and large enterprises and between them and the enterprise and transnational sector; and improved policy coordination to attract foreign investment. The success criteria will include: an improved policy and regulatory environment for private sector development and foreign investment; increased investment in Africa and in African participation in global and regional trade.

Microfinance

32. Objectives and implementation strategy. The regional programme will continue to collaborate with the United Nations and other institutions to meet the objectives of the Micro Credit Summit by supporting measures to increase access to microfinance, particularly for women. The implementation strategy will also seek to introduce and disseminate best practices on microfinance interventions; encourage coordination between microfinance programmes; introduce savings-mobilization programmes, and capitalize on existing UNDP initiatives. Support for the Women's World Banking (WWB) initiative and the Microstart programme forms the cornerstone of the microfinance programme. The WWB project will establish a set of norms for operations and for linking up microfinance institutions on a regional basis. It will provide a vehicle for implementing best practices on a country-wide basis in markets where there has been limited access. The support will include Microstart-related activities ranging from regional networks and auditing projects, an Africa-based Microstart coordinator, and savings mobilization projects to augmenting existing credit schemes. The main partners are: WWB, Microstart, and other financial groups.

33. Expected results and success criteria. The expected results include: 10 African countries supported to implement microstart programme initiatives.

Success criteria will include: improved outreach of microcredit programmes; improved repayment records in the participating countries and increased participation of women.

Enterprise Africa

34. Objectives and implementation strategy. The objective of the Enterprise Africa programme and related initiatives is to provide a regional institutional framework for coordinating small and medium-sized enterprises (SME) activities in Africa and enhancing indigenous African entrepreneurship. This will be done by providing technical cooperation for formulating programmes on entrepreneurship and enterprise development. This initiative will strengthen existing programmes through cross fertilization of experiences from different countries. In addition, it will facilitate access to credit for SMEs and promote enterprise networking within the region as well as exploring the possibility of interregional networking. The core services to be provided include entrepreneurship training, management advisory services, identification of sources of credit, subcontracting and other forms of enterprise linkages and policy advisory services for African Governments. UNDP capacity development interventions will be closely coordinated with and complement those of SMEs, Governments, the Special Unity for TCDC, Country Offices and the corporate sector.

35. Expected results and success criteria. The expected results of the enterprise Africa initiative will include: 20 African countries assisted in starting new entrepreneurship programmes or strengthening existing ones; 5,000 entrepreneurs trained, of which at least 40 per cent will be women; 150 enterprise linkages established between African SMEs and foreign companies; 90 local trainers certified to implement entrepreneurship workshops; 200 entrepreneurship workshops organized. The success criteria will include: increased linkages and partnerships among small, medium-scale and large-scale producers; increased number of successful entrepreneurs and jobs created.

The regional gender programme: Empowering women as agents of economic change

36. Objectives and implementation strategy. The overall objective is to attain gender equity in Africa by helping programme countries to develop a comprehensive and coordinated strategy that addresses the economic aspects of the gender programmes. It will also expand existing networks among institutions for regional cooperation and information-sharing. It will provide business skills training for women, especially at the grass-roots level, through expanding the current programmes of the Africa Federation of Women Entrepreneurs and promoting the South-South transfer of technology and knowledge. UNDP will work with programme countries, seeking to build capacity in these areas and provide upstream policy advice to complement the interventions of CSOs, and regional institutions such as the African Federation of Women Entrepreneurs, the Common Market for Eastern and Southern Africa, Emang Basadi Women's Association, the Women's Development Foundation, the West African Management Development Institutes Network and Enterprise Africa.

37. Expected results and success criteria. The expected results are: a dynamic network of women entrepreneurial groups; structured business skills

development training modules; and formal channels through which women entrepreneurs can access global markets. The success criteria will include: increased opportunities for women to access and control economic resources and information, and increased participation in business management.

4. Promoting trade and enhancing intraregional and interregional cooperation

38. The objective of the trade subprogramme area is to develop critical capacities in the private sector and to strengthen an enabling environment to promote trade among African countries and between them and the rest of the world. For regional cooperation, the programme is aimed at addressing common problems and cross-border issues in the region.

The trade programme

39. Objectives and implementation strategy. The main objectives of this programme area are: to build capacity of the business sector to enable it to take advantage of regional and global market opportunities and to provide a basis for high-quality export-led development with a view to alleviating poverty and realizing other SHD objectives. This subprogramme contains separate modules grouped under three agendas aimed at strengthening human resources, policy-making capabilities and enabling institutions. The goal is to strengthen the capacity of Governments, IGOs, businesses and CSOs to develop approaches to improving the competitiveness of African products as well as achieving greater coherence among the commitments of individual countries to subregional, regional and global rules of trade. The programme will involve a broad range of partners; it will be implemented by national governments and regional institutions with the support of the United Nations Conference on Trade and Development (UNCTAD), the International Trade Centre (ITC) and the World Intellectual Property Organization (WIPO). UNDP will be responsible for overall coordination of the programme. The beneficiaries will include African entrepreneurs who will be able to meet the challenges and opportunities newly created by the shift towards a more open international marketplace. The regional programme complements the interventions of other donors, including UNCTAD, ITC, WIPO, Governments, business sector, and NGOs/CSOs, aimed at strengthening sub-Saharan Africa's ability to integrate into the global economy. This will be done through training and capacity needs assessment, development of training materials, national, subregional and regional workshops and seminars, and networking.

40. Expected results and success criteria. The expected results of the trade programme will include: networks of national and regional institutions established for training policy-makers, private sector operators and civil society representatives; training provided to over 1,000 individuals from the Government, IGOs, businesses and CSOs on different trade modules; appropriate policies for subregional integration established; and research and preparation of studies undertaken on specific trade issues. The success criteria will include: better-trained human resources and improved effectiveness of African institutions in addressing global World Trade Organization (WTO) and subregional rules of trade and investment; demonstrated effectiveness of governments, IGOs,

business and CSOs in formulating and articulating trade and foreign investment strategies that promote export-led development; increased success of African business operators in global and regional trade.

Promoting intraregional and interregional cooperation

41. Objectives and implementation strategy. The objective is to support selected regional policy formulation and cooperation arrangements to address common problems and/or cross-cutting issues of the continent. This programme will support activities such as the development of the African Economic Community, the country initiative facility (CIF) programme, the Tokyo International Conference on African Development (TICAD). This assistance will enable African countries to undertake more effective collaborative actions to address common problems. For example, the CIF will enable a group of countries to design, formulate and implement projects of high priority. It will adopt a flexible decentralized management under the Principal Project Resident Representative (PPRR). The strategy for regional cooperation is to promote the programme approach to elicit real ownership, accountability, and commitment among participating stakeholders in designing, formulating and implementing projects addressing common interests and problems. Activities supported will include pilot projects, regional meetings, technical cooperation, training, workshops, and South-South cooperation. The main partners are: Governments, IGOs, NGOs/CSOs, national and regional institutions and UNDP country offices.

42. Expected results and success criteria. The regional cooperation programme will produce: 20 small-scale intercountry activities of high priority to participating countries; bilateral or multilateral cooperation agreements among institutions in Africa; and strategic action plans on specific sector developments. The success criteria will include: better linkages among national, regional and global priorities; and greater effectiveness in addressing cross-boundary issues and problems through strengthened mechanisms.

III. MANAGEMENT ARRANGEMENTS, MONITORING AND EVALUATION

43. Management arrangements. The strategy promotes a more flexible and participatory approach to the implementation of individual subprogrammes. The general guiding principle is to seek and retain the most reliable and efficient expertise (i.e., traditional development partners as well as new partners, including African NGOs/CSOs, private consulting firms, universities and other research institutes) while ensuring sustained delivery and strict accountability. The regional programme will also identify and develop a core group of national and regional institutions and enhance their capacity to implement programmes through short-term training, workshops, and networking.

44. The existing mechanism of the Principal Project Resident Representative will be enhanced to improve the management of a number of regional programmes. In addition, the role of the PPRRs and specific delegation of authority would be clearly defined at the formulation and design stage of each subprogramme and project. The PPRRs will be also supported with technical resources from the SURFs as well as the headquarters technical support units.

45. Monitoring and evaluation. Regional programmes will follow the UNDP basic principles of results-oriented monitoring and evaluation mechanisms, developed by the Evaluation Office. The monitoring and evaluation system will be an important management tool on which policy decisions can be based. It will enable all stakeholders to ensure that their programmes and activities remain relevant over time as condition changes. For each subprogramme, a workplan is established at the design stage and includes specific targets, appropriate benchmarks and performance indicators for the assessment of progress. Such benchmarks and indicators will focus not only on quantitative but also qualitative changes. They will be based on baseline data established prior to implementation and agreed upon with various stakeholders and development partners. By monitoring performance, the monitoring and evaluation system will guide resource allocation decisions to ensure that programme objectives are achieved. It will also be an important tool to measure progress towards capacity-building and long-term sustainability of activities.

46. Individual programmes and projects are subject to annual review meetings with the participation of all partners. In addition, executing agencies will submit annual progress reports that will address the progress being made against the agreed benchmarks and indicators. The annual progress reports will also provide information on future workplans and likely resource availabilities. The major outcomes of the annual review meetings and reports will be reported to the Programme Oversight Management Committee (PMOC). In accordance with UNDP rules and procedures, the regional programme will be subject to a triennial review in 1999 in consultation with the PMOC and the Evaluation Office. Core programmes will be independently evaluated and the results reviewed with all partners.

IV. EXECUTIVE BOARD ACTION

47. The Executive Board may wish to:

Approve the implementation strategy for the first regional cooperation framework for Africa (1997-2001) as contained in document DP/1998/6.

Annex

RESOURCE MOBILIZATION AND ALLOCATION TARGET TABLE
FOR AFRICA (1997-2001)

(In thousands of US dollars)

RCF programme areas	Resource allocation	
	Core	Non-core
1. Capacity-building for development management	50 000	20 500 (AfDB, GEF and World Bank)
2. Enhancement of governance	24 246	12 000 (Norway and other bilateral donors)
3. Private sector development	24 000	9 000 (ADB, European Community, Netherlands and other bilaterals)
4. Trade and regional cooperation	27 000	22 000 (Japan, Netherlands and other bilaterals)
Total	125 246	63 500